

Message Text

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ACTION LAB-04

INFO OCT-01 NEA-10 ISO-00 IO-13 CIAE-00 COME-00 EB-08

INR-07 NSAE-00 SIL-01 /044 W

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FM AMEMBASSY AMMAN

TO SECSTATE WASHDC 724

UNCLAS SECTION 1 OF 2 AMMAN 1135

E.O. 11652: N/A

TAGS: ILO, ELAB, JO

SUBJECT: REQUEST FOR INFORMATION ON ILO ACTIVITIES

REF: (A) 76 AMMAN 2014; (B) STATE 003255; (C) STATE 014095

1. RESPONSES ARE ORGANIZED ACCORDING TO
FORMAT PARA 4 REFTEL B, PRECEDED BY CORRECTED DATA IN
FORMAT OF REFTEL C. NUMERICAL DATA HAS BEEN PROVIDED BY
NATIONAL PLANNING COUNCIL (CENTRAL "CLEARING HOUSE"
THROUGH WHICH ALL DOMESTICALLY AND FOREIGN-FUNDED DEVELOPMENT
PROJECTS ARE PROCESSED) AND MINISTRY OF LABOR. SOME
CONTRADICTIONS EXIST BETWEEN DATA PROVIDED EMBASSY BY
THESE TWO ORGANIZATIONS, AND EACH GROUP INSISTS THAT ITS
FIGURES ARE CORRECT. EMBASSY HAS CHOSEN MOST LIKELY DATA
IN EACH CASE.

--ACTIVITY #1 STAFF FUNDING

VOCATIONAL TRAINING 5 438,757/1,589,069

LOCATION DATES NUMBER

MARKA (SUBURB OF AMMAN) 9/72-6/77 JOR 71 530

A. OBJECTIVES. (A) PRIMARY OBJECTIVE OF
TRAINING CENTER IS TO TRAIN JORDANIANS IN SKILLS USEFUL
IN CONSTRUCTION, ELECTRICAL, LIGHT INDUSTRIAL, MINING,
AND PUBLIC WORKS FIELDS. CENTER HAS HAD LONG-TIME
GOAL OF PRODUCING ANNUALLY 260 GRADUATES OF A TWO-YEAR
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COURSE OF STUDY, ALTHOUGH ONLY 130 ARE CURRENTLY ENROLLED.
FULL ENROLLMENT IS EXPECTED BY SEPTEMBER 1977, BY WHICH
TIME ILO PARTICIPATION IN PROJECT WILL HAVE BEEN
TERMINAED. ILO ROLE IS ALREADY IN PHASING-OUT STAGE;
FOREIGN STAFF CURRENTLY NUMBERS 5 (DOWN FROM
INITIAL 13). (B-C) IN VIEW OF JORDAN'S ACUE AND
GROWING LABOR SHORTAGE, UNDP/JORDAN COUNTRY PROGRAM FOR

1977-81 PLACES EMPHASIS ON HUMAN RESOURCES DEVELOPMENT (REFTEL A), AS DOES JORDANIAN FIVE-YEAR PLAN FOR 1976-80. IN EMBASSY'S OPINION, VOCATIONAL TRAINING SHOULD OCCUPY POSITION OF HIGH PRIORITY IN TERMS OF JORDANIAN DEVELOPMENT PLANNING, SINCE SHORTAGE OF TRAINED MANPOWER CURRENTLY LIMITS ECONOMIC EXPANSION AND CONTRIBUTES TO INFLATION. MANPOWER PROBLEM IS AGGRAVATED BY TENDENCY OF TRAINED WORKERS TO LEAVE JORDAN FOR HIGHER-PAYING JOBS IN OIL-RICH COUNTRIES OF ARABIAN PENINSULA. ILO TRAINING PROJECT IS THUS DESIRABLE AND IS PRODUCTIVE CONTRIBUTOR TO LOCAL DEVELOPMENT EFFORT. IMMEDIATE UTILIZATION OF CENTER GRADUATES IS CONDITIONAL ONLY ON THEIR WILLINGNESS TO REMAIN IN JORDAN RATHER THAN EMIGRATE TO COUNTRIES PAYING HIGHER WAGES. WHILE RECENT INCREASES IN WAGES PAID SKILLED LABOR HAS SOMEWHAT SLOWED THIS EXODUS, PROBLEM REMAINS SERIOUS, WITH LITTLE FORESEEABLE AMELIORATION IN NEAR FUTURE.

B. TRIPARTISM. EMPLOYER AND WORKER ORGANIZATIONS HAVE HAD LITTLE INVOLVEMENT IN PROJECT ON FORMAL BASIS. CENTER SAFF, HOWEVER, MAINTAINS INFORMAL LINKS WITH EMPLOYER AND LABOR GROUPS AS AID TO JOB PLACEMENT OF GRADUATES. DUE TO REGRETTABLE (BUT WEAKENING) DOMINANCE OF MINISTRY OF EDUCATION IN PLANNING AND AUTHORIZATION OF ALL "EDUCATION-RELATED" (INCLUDING VOCATIONAL) TRAINING IN JORDAN, "EDUCATIONAL COUNCIL" IS ONLY GOJ-SPONSORED BODY WHICH HAS BEEN INVOLVED ON REGULAR BASIS WITH PROJECT. COUNCIL IS COMPOSED OF PRESIDENT OF NATIONAL PLANNING COUNCIL, PRESIDENT OF UNCLASSIFIED

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JORDAN UNIVERSITY, AND ALL FORMER MINISTERS OF EDUCATION.

C. INSTITUTIONAL SUPPORT. JORDAN HAS HAD GREAT DIFFICULTY IN RETAINING QUALIFIED INSTRUCTORS AT ANY OF ITS VOCATIONAL TRAINING FACILITIES. GOJ THEREFORE HAS CONSIDERED MARKA CENTER TO BE IMPORTANT TO SUCCESS OF FIVE-YEAR PLAN, AND HAVE GIVEN IT FULL SUPPORT.

D. SUCCESS OF IMPLEMENTATION. KNOWLEDGEABLE OBSERVERS GIVE PROJECT HIGH MARKS. ILO INSTRUCTORS ARE MILDLY CRITICIZED BY JORDANIANS AS NOT BEING "FLEXIBLE" ENOUGH, IN THAT THEY DO NOT ENCOURAGE STUDENTS TO "BRANCH OUT" IN THEIR TRADES, WITH RESULTING ATTITUDE THAT STUDENTS' OWN NARROW SKILL IS SAID TO BE LIMIT OF ACHIEVEMENT. PROJECT, IT IS SAID, COULD HAVE BEEN MORE CLOSELY TAILORED TO AIMS OF FIVE-YEAR PLAN BY ENCOURAGING WORKER INITIATIVE AND INVENTIVENESS. THERE ARE ARGUMENTS AS WELL FOR CONCURRENT SHORTER TERM

VOCATIONAL/SKILLS TRAINING (VERSUS THIS PROJECT'S MORE FORMAL/ACADEMIC FORMAT) TO MEET JORDAN'S IMMEDIATE AND CHANGING MANPOWER REQUIREMENTS. ON OTHER HAND, PROJECT IS FUNCTIONING IN SYSTEMAIC AND DISCIPLINED MANNER. PROSPECTS FOR CONTINUED EFFECIVENESS ARE UNCERTAIN, FOR THIS DEPENDS ON WILL AND ABILITY OF JORDANIANS TO TAKE OVER FROM ILO THIS SUMMER. IN PAST, JORDANIANS HAVE NOT BEEN NOTABLY SUCCESSFUL IN RUNNING VOCATIONAL EDUCATION SHCEMES WITHOUT FOREIGN ECHNICAL ASSISTANCE ON THE GROUND. FACT THAT RESPONSIBILITY FOR VOCATIONAL TRAINING MAY SOON BE TRANSFERRED FROM MINEDUCATION TO MINLABOR (THIS OCCURRED ON PAPER EIGHT MONTHS AGO, ALTHOUGH JORDANIANS HAVE NOT YET NAMED NEW DIRECTOR OFGOCATIONAL TRAINING) IS, HOWEVER, CAUSE FOR EXTREMELY GUARDED OPTIMISM.

--ACTIVITY 2
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LITTLE INFORMATION IS AVAILABLE ON VOCATIONAL TRAINING PROJECT JOR 71 028. JORDANIANSBELIEVE THAT IT, AND ACTIVITY #4 ("MANAGEMENT TRAINING", JOR73-014) ARE IN FACT SAME PROJECT, A PROPOSAL FOR WHICH NO FUNDS HAVE BEEN ALLOCATED. PROPOSAL CALLS FOR SECONDING OF ILO EXPERT TO MINISTRY OF LABOR FOR UNSPECIFIED LENGTH OF TIME. THERE IS ONLY ONE VOCATIONAL TRAINING PROJECT IN AMMAN, WHICH IS MARKA TRAINING SCHOOL. ACTIVITTY #2 MUST HEREFOR BE CONSIDERED IN PLANNING STAGES ONLY.

--ACTIVITY #3 STAFF FUNDING
HOTEL MANAMAGEMENT
TRAINING SCHOOL 2 140,000/0
LOCATION DAES NUMBER
AMMAN 2/74-7/76 JOR 75-006

A. OBJECTIVES. PROJECT IS EFFECTIVE INTERIM PROGRAM UNDER AUSPICES OF MINISTRY OF TOURISM UNTIL HOTEL TRAINING SCHOOL, NOW IN PLANNING STAGE, CAN BE CONSTRUCTED (SCHEDULED COMPLETION DATE: 1979). PROGRAM IS RUN BY HIGHLY COMPEENT IRAQI HOTEL MANAGEMENT EXPERT FROM UNDP AND HAS PERSONAL INTERES OF MINISTER OF TOURISM. ILO FUNDING TERMINATED LAST YEAR; SALARY OF INSTRUCTORS IS CURRENTLY PAID BY WORLD BANK LOAN, WITH 67PERCENT JORDANIAN FUNDING. PROJECT WILL CONTRIBUTE GREATLY TO RELIEVING CHRONIC LABOR SHORTAGE IN THIS FIELD, PARTICULARLY DUE TO FACT THAT SEVERAL QUALITY HOTELS ARE SCHEDULED TO BE CONSTRUCTED IN JORDAN IN NEAR FUTURE. ABILITY OF JORDAN TO ATTRACT TOURISTS (AND THEREBY AMELIORATE HIGHLY UNFAVORABLE

BALANCE OF PAYMENTS SITUATION) IS LIMITED BY SEVERE SHORTAGE OF HOTEL SPACE. TRAINING OF SERVICE SECTOR IS THEREFORE CONSIDERED TO BE GOAL OF FIVE-YEAR PLAN. CURRENT SHORTAGE OF HOTELS IN JORDAN LIMITS ABILITY OF TRAINED PERSONNEL TO FIND JOBS, HOWEVER, UNCLASSIFIED

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AND MANY LEAVE JORDAN.

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ACTION LAB-04

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R 261500Z FEB 77
FM AMEMBASSY AMMAN
TO SECSTATE WASHDC 725

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B. TRIPARTISM. SMALL-SCALE OPERATION PROBABLY HAS FEW FORMAL ITES TO LABOR; FOR EXAMPLE, JORDAN HAS NO HOTEL WORKERS' UNION. MANAGEMENT OF INTERCONTINENTAL, PHILADELPHIA, AND HOLIDAY INN HOTELS HIRE SMALL QUOTA OF GRADUATES.

C. PAST AND PRESENT INSTRUCTORS ARE SAID TO HAVE BEEN QUALIFIED. GOJ OFFICIALS ASSURE US THAT PLANS FOR NEW HOTEL SCHOOL ARE FIRM, ALTHOUGH FUNDS HAVE NOT BEEN ALLOCATED "PENDING APPROVAL OF CONSTRUCTION BLUEPRINTS."

D. SUCCESS OF IMPLEMENTATION. GRADUATES HAVE TENDED TO EMIGRATE TO HIGHER-PAYING JOBS IN BEIRUT AND GULF. TRADITIONAL EAST BANK JORDANIAN SOCIETY TENDS TO LOOK DOWN ON JOBS SERVICE INVOLVING CONTACT WITH PUBLIC, SO MOST STUDENTS ARE PALESTINIANS WHO IN TURN OFTEN EMIGRATE. CONSTRUCTION OF NEW HOTELS IN JORDAN SHOULD TEMPT MANY TO STAY, HOWEVERM THUS FAR,

PROJECT APPEARS TO HAVE GREAT POTENTIAL FOR MIDDLE EAST AS A WHOLE BUT ULTIMATE SUCCESS DEPENDS ON RATE OF HOTEL CONSTRUCTION.

--ACTIVITY #4 (JO 73-014, "MANAGEMENT TRAINING").
SEE COMMENTS ABOVE ON ACTIVITY #2 (JO 71 028).

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--ACTIVITY	#5	STAFF	NUMBER
LABOR LEGISLATION		1	22,971/0
LOCATION		DATES	NUMBER
AMMAN		1/76-7/76	JOR 75-028

A. OBJECTIVES. ARCHAIC JORDANIAN LABOR LAW, WHICH COVERS ONLY SMALL MINORITY OF WORKERS TO BEGIN WITH, URGENTLY NEEDS REVISION IN AREAS RELATING TO MINIMUM WAGE, WORKER COMPENSATION, WORKING CONDITIONS, AND EMPLOYMENT (75 AMMAN A-121). WHILE NECESSITY OF REFORM IS ACKNOWLEDGED AT HIGH LEVELS OF JORDANIAN GOVERNMENT, LITTLE HAS IN FACT BEEN IMPLEMENTED. REVISION OF LABOR CODE MIGHT HELP STEADY LABOR FLOW FROM JORDAN.

B. TRIPARTISM. ENERGETIC SYRIAN ILO EXPERT CONSULTED WITH EMPLOYERS' AND WORKERS' REPRESENTATIVES DURING STAY IN AMMAN. RESULTING CODE IS SAID TO BE WELL-TAILORED TO LOCAL NEEDS.

C. INSTITUTIONAL SUPPORT. ILO EXPERT WAS WELL-QUALIFIED AND WORKED WELL WITH MINISTRY OF LABOR AND EDUCATION EMPLOYEES, AS WELL AS WORKERS' GROUPS.

D. LEGISLATION FOR CODE HAS BOGGED DOWN IN RED TAPE, AND THERE APPEARS TO BE NO LIKELIHOOD OF ITS BEING PASSED INTO LAW IN FORESEEABLE FUTURE. POORLY-ORGANIZED UNION MEMBERSHIP UNABLE TO PUSH LEGISLATION IN ABSENCE OF STRONG INITIATIVE FROM GOJ, AND NEW CODE IS EXPECTED TO LANGUISH. OCCASIONAL PUBLIC MENTION OF REVISIONS BY CONSCIENTIOUS MINISTER OF LABOR, HOWEVER, KEEPS OPEN TENUOUS POSSIBILITY THAT HIGH-LEVEL PRESSURE MAY ULTIMATELY BRING ABOUT RATIFICATION.

--ACTIVITY	#6	STAFF	FUNDING
SOCIAL SECURITY			
LEGISLATION		1	16,846/0

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LOCATION	DATES	NUMBER
AMMAN	1/76-5/76	JOR 75-026

A. OBJECTIVES. JORDAN IS ONLY ARAB COUNTRY, OTHER THAN NORTH YEMEN, WHICH HAS NO SOCIAL SECURITY SCHEME FOR EMPLOYEES IN PRIVATE SECTOR. APPROPRIATE LEGISLATION HAS BEEN UNDER CONSIDERATION FOR YEARS (IN 1973, USG FUNDED US STUDY TOUR FOR MINLABOR EXPERT WHO HAD BEEN GIVEN TASK OF ESTABLISHING FIRST JORDANIAN SOCIAL SECURITY SYSTEM), BUT COMBINATION OF EMPLOYER AND GOVERNMENT RESISTANCE HAS DOOMED EVERY ATTEMPT TO ORGANIZE SUCH A SYSTEM TO FAILURE. PRESENCE OF EGYPTIAN ILO EXPERT WAS ATTEMPT TO FORMULATE SOCIAL SECURITY SCHEME ON MORE "ARAB" LINES IN HOPES OF GAINING ACCEPTANCE IN JORDAN.

B. TRIPARTITE AND INSTITUTIONAL SUPPORT
EXPERT IS SAID TO HAVE RECEIVED ADEQUATE SUPPORT FROM ALL PARTIES DURING HIS STAY IN JORDAN.

C-D. SUCCESS OF IMPLEMENTATION. WHILE MINISTER OF LABOR HAS PUBLICLY MENTIONED HIS HOPES FOR ULTIMATE ESTABLISHMENT OF SOCIAL SECURITY SYSTEM, NO ACTION HAS BEEN TAKEN ON DRAFTING APPROPRIATE LEGISLATION SEVEN MONTHS AFTER EXPERT'S DEPARTURE FROM JORDAN. ALTHOUGH EXPERT PRODUCED WRITTEN DRAFT OF SUGGESTED LEGISLATION, LITTLE HOPE OF SUCCESS IS SEEN. SOCIAL SECURITY LEGISLATION HAS HISTORICALLY BEEN OPPOSED IN JORDAN BY ALLIANCE OF GOVERNMENT PERSONALITIES AND CONSERVATIVE EMPLOYERS. PROJECT MAY BE CONSIDERED marginally successful, HOWEVER, IN THAT LEGISLATION FRAMED IN "ARAB" TERMS IS READY SHOULD OPPORTUNITY FOR RATIFICATION MATERIALIZE.

2. GOJ OFFICIALS EXPRESS MYSTIFICATION REGARDING IDENTITY OF TECHNICAL PROJECT WHICH "INFLUENCED UNCLASSIFIED

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1975 PASSAGE OF POSITIVE LABOR LEGISLATION" (PARA 4 REFTEL C). PRESUMABLY STATEMENT REFERS TO ARAB COUNTRY OTHER THAN JORDAN. NO POSITIVE LABOR LEGISLATION HAS BEEN PASSED IN JORDAN FOR SEVERAL YEARS.

3. PARA 4 REFTEL C REQUESTED OBSERVATIONS ON JORDAN'S OVERALL SUCCESS IN CONCENTRATING DEVELOPMENT EFFORTS IN RURAL SECTOR. JORDAN'S FIVE-YEAR DEVELOPMENT PLAN PLACES CONSIDERABLE EMPHASIS ON RURAL DEVELOPMENT, WITH MAJOR ATTENTION DEVOTED TO EXTENDING IRRIGATION AND IMPROVING AGRICULTURAL PRACTICES AND SOCIAL SERVICES

IN JORDAN VALLEY, AN AREA WITH SIGNIFICANT POTENTIAL. ADDITIONAL RESOURCES TOO ARE DIRECTED AT IMPROVING AGRICULTURE IN THE HIGHLAND AREAS ALONG WITH BETTER EDUCATION AND HEALTH DELIVERY SYSTEMS. THESE EFFORTS NOTWITHSTANDING, JORDAN GIVES HIGHER PRIORITY TO MINING AND INDUSTRIAL SECTORS THAN TO RURAL DEVELOPMENT PER SE AS A MEANS OF OVERCOMING ITS CHRONIC BUDGETARY AND BALANCE OF PAYMENTS DEFICITS. APPROXIMATELY 70PERCENT OF POPULATION LIVES IN URBAN AREAS. CERTAINLY MORE COULD BE DONE FOR RURAL POOR, BUT IN JORDAN MAJORITY OF THE DISADVANTAGED ARE URBAN DWELLERS. ILO ACTIVITIES HAVE BEEN PRIMARILY DIRECTED AT THESE BENEFICIARIES. WE BELIEVE THESE EFFORTS ARE CONSISTENT WITH SPIRIT IF NOT LETTER OF PRIORITIES ESTABLISHED AT RECENT ILO CONFERENCE. PICKERING

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Message Attributes

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